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ABSTRACT

The first three steps to developing a program that is both effective and efficient are participant selection, recruitment, and assignment. They require thinking about the populations to be targeted, considering how to open the door to the population and how to get the population in the door, and determining the services that are needed. The Job Training Partnership Act (JTPA) serves many in need but the percentages are often lower than those reflected in the eligible national population. Identifying the local populations of need is important and one of the choices that JTPA allows. Four major components for effective recruitment are (1) how well the range of programs and services meet participant needs; (2) the financial and psychological price participants pay to participate; (3) time and location services are available; and (4) the effectiveness of promotion. Programs should also look at what motivates the individual. The assignment decision is a multistep process. It begins with assessment and continues with the development of an employability development plan, training outlines for on-the-job training contracts and classroom training, and ongoing assessment of participants to identify success and other needs. (The final section is a directors' dialog that focuses on programs for special groups. Appendixes include descriptions of tests used by JTPA and the Job Opportunities and Basic Skills (JOBS) program and sample assessment rating sheets and other participant information sheets.) (YLB)

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The Challenge of Quality:

Participant Selection, Recruitment and Assignment

Volume 26-90 December 28, 1990

PARTICIPANT SELECTION, RECRUITMENT AND ASSIGNMENT 3
These are the first three steps to developing a program that is both effective and efficient. They require thinking about the populations to be targeted, how to get the door to the population and the population in the door and determining the services that are needed.

PARTICIPANT SELECTION: Chosing The Target Populations 6
JTPA serves many in need but the percentages are often lower than those reflected in the eligible national population. Identifying the local populations of need is important and one of the choices that JTPA allows.

RECRUITMENT 12
Getting the population to the door is not always easy. Programs should look at the process for service they have developed as well as what motivates the individual.

ASSIGNMENT 18
Assignment includes assessment. But tests are not the only part. The information is used to develop Employment Development Plans, to coordinate services, and to develop training outlines for OJTs and classroom training.

DIRECTORS DIALOG 25
Sometimes it does not take a special method to serve the hardest to serve
Henry Durell, Director, PIC of Southern Connecticut, Inc., Bridgeport, CT
Madalyn Blake, Director, Verdugo PIC, Glendale, California

Attachment A: Assessment Tests Used by JTPA and JOBS 28
Attachment B: Assessment Rating Sheets developed by Seattle-King County PIC 30
Employablity Competency, Career Awareness, Filling Out an Application, Interviewing
Attachment C: Justification for Training 37

THE CHALLENGE OF QUALITY
PARTICIPANT SELECTION, RECRUITMENT AND ASSIGNMENT

The Challenge of Quality does not disappear although there were no JTPA amendments in the 101st Congress. There are still many concerns about procedures and services that will be (and are already) raised by the Department of Labor (DOL) in its reviews. The critics of JTPA still raise questions about who is being served and the long term impact. Yet, service delivery areas (SDAs) learned much during the two year discussion. Many have already taken the necessary steps and others are looking for help.

This is the second volume in NACo's multi-volume look at the Challenge of Quality. The first volume looked at the variety of concerns about quality. A good summary of those concerns and the process for reaching quality is this statement by the former Secretary of Labor **Elizabeth Dole**:

> "Today's labor market demands a JTPA that provides more than just training for a job - but also basic skills training, literacy, counseling, remedial education - a total support system that can provide the skills and motivation for a lifetime of productive work.
>
> It demands a JTPA closely linked with other essential services, creating a comprehensive human resource system. And it demands a JTPA that remains true to its principles of private-public partnerships and accountability."

But defining quality and implementing quality are two different challenges. This volume looks at three processes that are necessary for providing service to participants and provides improvement suggestions. The processes are participant selection, recruitment and assignment. Participant selection means choosing the target populations within local areas. Recruitment for these populations requires both understanding and meeting their goals. Assignment is a multistep process that includes assessment, justification for training and OJT training outlines.

The first volume spoke of the need to set goals of quality. The steps for improving JTPA outlined in the Berkeley Planning Associates and SRI International report, *'Improving the Quality of Training Under JTPA'* - Client Selection and Matching Processes, Job Relevant Instruction, Job Placement Process and Quality Employment Outcomes - are steps to the implementation of the goals of quality. They are not the philosophy of quality itself.

Each of these steps should be shaped by the philosophy and goals of quality developed by local PIC members, elected officials and staff. Yet, it is still necessary to create a program flow of specific steps that can be connected from beginning to end with a goal of quality.

There will be one more volume in the 'Challenge of Quality'. It will look at job relevant instruction and outcomes. Within these components, many of the administrative changes - contracts and long term placement - discussed over the past two years have the greatest impact.

PARTICIPANT SELECTION, RECRUITMENT AND ASSIGNMENT

To be effective and efficient, both important qualifiers in a fiscally tight environment, requires that programs be on target. This requires looking at the population that needs services within the area; targeting those who need assistance the most; and determining who can be served within the money constraints faced by JTPA. It also means programs must understand what is needed by a participant before services are provided.

'Improving the Quality of Training under JTPA' written by Berkeley Planning Associates and SRI International for the Department of Labor suggests a process of selection and assignment of participants. It outlines eight steps that could be taken by SDAs to ensure effective participant selection and matching process.

These steps are:

- Identification of target groups - a clear set of goals about what groups the SDA would like to serve.

- Outreach efforts - clear outreach and recruitment strategy on how to achieve its goals with both SDA and service provider staff implementing strategy.

- Objective client assessment - the assessment would include basic skills and vocational aptitudes and interests.

- Employability Development Plan (EDP) development - documenting barriers to training and employment, outlining career goals and aspirations, and identifying skills already developed.

- Referral to and acceptance of appropriate training activity - a wide range of service options available that allow those with barriers to enroll and benefit from the activity.

- Options for 'hard to serve' - basic skills remediation, occupational classroom training for those with less than a high school education or basic skills deficiencies, special

projects for hard to serve adults, availability of needed support services, and ensurance that the hard to serve are provided a substantial service.

• Provisions of needed support services - child care, transportation, work related supplies, and counseling.

• Referral to other programs - when JTPA cannot supply needed services and to ensure there is no duplication of services provided.

The Department of Labor recently completed an intensive set of reviews through each region. While the reviews were on OJTs or procurement, several items were identified that point out the need for consideration of these processes.

• Placement before the adequate assessment of interests, abilities, and skills requirements, and before the development of an adequate EDP. DOL felt that placing an individual before determination of the needs and barriers could infer that the SDA and subcontractors are buying placements not providing needed and appropriate training.

• Development of Training Outlines within the OJT. The training outline was often only a list of job duties with no specific information on how the participant would receive those skills. DOL said that training outlines should include both the skills to be taught and the methods for provision of training. This would include specific tasks or skills to be taught, the skill levels to be attained and the level and type of supervision.

Concerns were also raised about the selection of participants. While no SDA fell below the required levels of economically disadvantaged, questions were raised about the populations being served and whether participants were the most disadvantaged.

Roberts T. Jones, Assistant Secretary, Employment and Training Administration, U.S. Department of Labor (DOL) outlined the DOL's plans for implementing the changes outlined in the bills at the NACo Employment Policy and Human Services conference November 20.

The changes not made by Congress should be enacted by the system. DOL was disappointed that the system lost a significant opportunity to solve obvious problems, enhance the integrity of the program, and revitalize the services. Without the changes, the system is vulnerable to attack and less able to compete for federal funds.

The Employment and Training Administration plans to provide planning guidance in several areas over the next year. These include targeting those who are more at risk, emphasizing basic skills and administrative changes.

The administrative changes will include more targeting of resources, drawing upon the language in PL 97-300, section 141 (a) on those who can benefit and are most in need and section 203 b(3) on serving AFDC recipients and school dropouts on an equitable basis. There will also be more federal monitoring. There are revised procurement review guides and 350 procurement and OJT reviews have been completed. Cash Management Reviews will be done next. The policy on fixed unit price contracts, released in March 1989, will be enforced.

There will be steps taken to enhance the capacity of the system. These include a national training institute, a program accreditation system which uses recognition, reward and peer review, and staff development programs. When these steps would be implemented was not discussed.

The Berkeley and SRI publication and the DOL reviews outline the concerns that are being raised about the processes that JTPA uses to provide services. They must be considered as JTPA looks at improving itself for the 1990s. Yet SDAs must not lose sight of the fact that JTPA is still a locally controlled program that must look at the needs of its local area in determining the services to provide.

PARTICIPANT SELECTION:
Choosing the Target Populations

The House and Senate bills proposing changes to JTPA outlined target populations that JTPA should serve. While the bills did not agree completely about the different populations that were to be served or the precise percentages for special groups; there were key populations identified in both bills.

- The majority of adult participants should have additional barriers to employment. Economically disadvantaged can not be the only barrier. The additional barriers identified were basic skills deficient, school dropout, AFDC recipient, disabled, homeless, offender, and unemployed for the previous 6 months or longer.

- Youth participants should be equally divided between in and out of school youth. The additional barriers identified were basic skills deficient, poor academic record, school dropout, pregnant or parent, and limited English proficient.

The U.S. data for these groups shows many people with need.

• *Unemployment* In November, 1990, 16.1% of men and 14.3% of the women age 18-19 years old were unemployed. The national average was 5.9%. Black men age 16-19 had an unemployment rate of 33.5%, black women 38.5%. The overall unemployment rate of the country reflects a large increase in the number of job losers. Almost 300,000 individuals lost their job in November.

• *Dropouts* While the numbers have dropped in the last 20 years, the dropout rate is still high. In 1970 the national dropout rate was 12.2% and in 1988 it was 10.9. For black youth age 18-21, it was 18%, 17.2% for black youth age 22-24. In 1970, those figures were 30.5% and 37.8% respectively. For Hispanics, the figures are 37.3% for age 18-21 and 42.5% for age 22-24. There is no data from 1970 for this group.

• *Family Barriers* Families face many barriers that make it hard for both generations. For black children, 55.7% live in families with income under $15,000 (under the 125% poverty line); 12% have parents age 15-24; 55.2% live with their mother only; and 28.5% have parents who dropped out of school.

For Hispanic children, 46.8% live in families with incomes below $15,000; 9.5% have parents age 15-24; 28.2% live with their mothers only; and 54.8% have parents who dropped out of school.

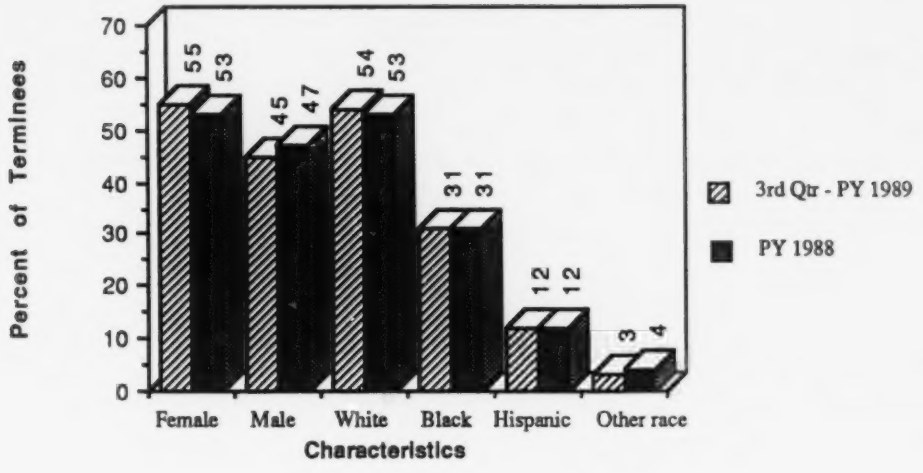
• *Substance Abuse* An analysis of drug users (using 1988 data) showed the unemployment rate of drug users in 20 cities ranged from 11% to 57%. The school dropout rate for the drug users ranged among black males from 34% to 64%, white males 28% to 70%, and Hispanic males 61% to 86%. For females, the numbers were not much better - blacks 29% to 56%, whites 38% to 67% , and Hispanics 64% to 74%.

Demographic data will be updated with the release of the 1990 Census next spring. But projections currently show that states and local areas face different challenges. 'America in the 21st Century' developed by the Population Reference Bureau shows that region by region and state by state the differences are immense.

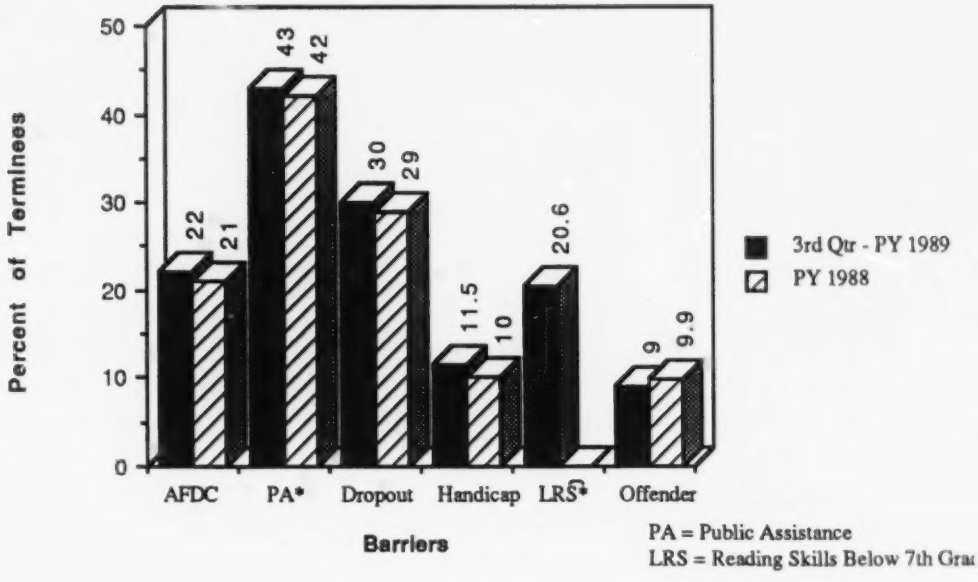
Arizona is projected to have its age 5-17 population increase 34% by the year 2000 while West Virginia will lose 18% of this population. Six states' youth population will grow over 20% while three will lose over 10%. Eight states are expected to gain more than 14.4% in overall population. These states are in the west, south and northeast. Thirteen states will lose population and eight of the states are in the Midwest.

JTPA already serves many of the target groups outlined in the House and Senate bills. Data from the Program Year (PY) 1988 JTPA Annual Status Report and from the third quarter PY 1989 JTPA Quick Turnaround Survey show that JTPA would already meet the percentages outlined in the Senate and House bill.

Selected Characteristics - JTPA Participants



Target Barriers



PA = Public Assistance
LRS = Reading Skills Below 7th Gra

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The Challenge of Quality:

Participant Selection, Recruitment and Assignment

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National Association of Counties

DOL raised concerns about adequate assessment and the development of OJT training outlines in the recent procurement review process. pg. 4

One of the concerns of recruitment has been motivation. 'On My Own' report on Hispanic single mothers points out these women know their dreams and goals but the way to meet them is not clear. pg. 16

Assessment and development of goals is with not to the participant pg. 23

The PIC wrestles continually with ways to measure and define quality. New programs developed to serve special groups are often not funded by JTPA because the funds are not available. Henry Durell, Director, PIC of Southern Connecticut, Bridgeport , CT pg. 25

Volume 26-90
December 28, 1990

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When the data is compared to the incidence of these barriers in the JTPA eligible population, JTPA has served both more and less than the percentage in the population. Only 16% of the eligible population receives AFDC and 22% of the participants in JTPA receive AFDC. However, 51% of the eligible population are high school dropouts and only 30% of the JTPA participants are dropouts.

Local areas need to make a policy decision on service populations. NACo's policy throughout the debate on JTPA amendments has been that local areas need flexibility to address the needs of their own area. The policy statement on the amendments stated:

> "Eligibility for participation in adult and youth programs should remain open to all economically disadvantaged individuals. However, priority should be given to those who are deficient in basic skills or vocational skills, are long-term welfare recipients, have poor work histories, have limited English proficiency or are displaced homemakers, school dropouts, teen parents, handicapped, older workers, veterans, offenders, alcoholics, addicts, homeless or unemployed for six months or more, though no specific service percentage should be assigned to any priority group.
>
> Local service delivery areas should be encouraged to emphasize services to PIC/LEO established target groups identified in the local job training plan and approved by the state."

Choosing the target populations to serve in a local area calls for some reflection. Questions to consider include:

How does choosing the target populations fit into the SDA's philosophy of quality?

Drawing upon the lists outlined in the bills may not fit the needs of the area or the goals set for the SDA. Special populations may have already been identified by PIC members, local elected officials and staff. Addressing special needs such as education or barriers faced by single parents requires identifying where the populations with those needs live in the area, the size of the

population, and the specific services they need. Remember to do reality checks. Do the populations and services being discussed fit with the overall goals that have been set?

What are the local area populations of need?

Identifying the populations of need within the area requires drawing upon various data sources. The Bureau of the Census has developed *'Census ABC's'* that outlines the various reports developed by the Census and how they can answer specific questions. Examples are provided that show what reports and what areas (which can be as small as a block) are best to use to answer specific questions.

For instance, for planning a program of adult literacy and English as a second language program, the area wanted to estimate the number of people in need of literacy or English as a Second Language (ESL) and pinpoint the areas in which they lived. Census Tracts report, 'Population and Housing Characteristics for Census Tracts and Block Numbering Areas', showed the approximate number of people 25 year old and over who had less than an 8th grade education, persons 18 and older who didn't speak English or didn't speak it well, unemployed people, and persons 18-59 who were living in poverty for each block.

For the first time, the 1990 Census report will include data for blocks for the whole country. Block data was always included for large cities in earlier Census reports but not for the whole country. While blocks in rural areas will be larger in size and often lower in population, they will be defined by roads or other physical barriers. Each block is numbered. The data will not be available in print, but available on microfiche or data tapes. The data will provide SDAs a much better data base of the populations and characteristics in their area than ever before.

A copy of this report and additional information on the 1990 Census can be obtained from Customer Services, Bureau of the Census, Washington, D.C. 20233. There are also 1,300 Depository libraries that receive federal publications. All major universities are designated as depository libraries and there is a depository library in every state. Many of the Census reports are included in these libraries.

States also maintain extensive data banks that should be drawn upon for answering questions on target populations. State departments of commerce, human service, and employment service all maintain data of local population characteristics.

RECRUITMENT

Identifying and narrowing the targets of service for JTPA is only the first step. Part of the challenge is ensuring that you can get that population in the door or bring the door to them.

JTPA Recruitment Made (Much) Easier, done for NACo by **Jodie Sue Kelly** and *Frankie and His Friends: An Adventure in Social Marketing* done for MDRC by **Max Elsman** both highlight the importance of discovering what motivates those you want to serve. While many know what they want to accomplish, they often do not see the way to get there. **Jodie Sue Kelly** outlines four major components for effective recruitment:

- *How well the range of programs and services meet participant needs.*

This requires that SDAs do research about participants, especially those identified as the target groups you want to serve. The questions to be answered include:

What are their values and beliefs?
What makes the targeted group different from other groups?
Where do participants live?
What are their motivations?
Which media do they come in contact with regularly?
What are their hopes, dreams and fears?
Is the SDA offering services that they want?
Which promotional messages are likely to appeal to them?
Do they know anything about the agency?
How do they currently spend their daylight hours?

- *The financial and psychological price participants pay to participate.*

A person's resistance might stem from several monetary and psychological "prices," including:

The relatively long amount of time in training.
The loss of income while in training (opportunity cost).
The fear of another letdown.

The fear of change.
The time, cost and trouble of traveling a long distance to the center.
The waiting in the office for orientation, assessment, verification or testing to begin.

From a marketing standpoint, the goal is the same as in any business-- finding the balance between costs and perceived value that will bring in the most customers. In JTPA, costs to clients must be kept as low as possible, while perceived value must be high.

Ways to reduce the cost include:

Limit the number of trips clients have to make to the intake center.
Have prewritten form letters which an intake worker can fill in and mail to previous employers for income figures.
Help clients gather paperwork.
Reduce the length of the training programs.
Provide transportation tokens.
Help arrange day care.
Arrange part-time jobs for clients while they complete training.
Install an answering machine so clients can leave messages and respond to ads at their convenience.

- The time and location services are available.

Information gained on values, beliefs, motivation, and lifestyle and understanding the price participants pay helps in determining changes that might be necessary in time and location. Possible changes include:

The types of programs and services offered.
When and where training should be held.
Whether to use a centralized or decentralized intake center.
How to answer the telephone.
Whether to offer transportation, day care or other support services.
Where the site should be located.

- *The effectiveness of promotion.*

Marketing decisions include which promotional messages to use and which advertising media would be best. To get the information necessary to make these decisions and answer the other questions raised about needs and goals, use some low cost tools to gather ongoing information about the targeted audience. As more information is gathered and analyzed, it is easier to understand both the market and the organization's position.

Here are some tactics:

• Collect data from program applicants on an ongoing basis. A questionnaire could easily be developed and given out to program applicants while they wait for a counselor to see them. The questionnaire could include questions how they heard about the program; how many hours do they listen to the radio, when, and which station; if you had $5,000 what is the first thing you would buy; how important is education to getting a good job; what are your hobbies, interests, hopes, dreams and aspirations.

• Ask a program staff member to set aside four hours per month to call 20 to 30 previous participants or applicants. Questions would focus on the quality of their experience with the JTPA system.

1. "If you were running the program, what changes would you make?"
2. "Was the program what you thought it would be?"
3. "Do you think the program should be longer, shorter or stay the same?

• Put suggestion boxes in the reception areas, classrooms and orientation facilities. This is critical because satisfied customers will tell (on average) seven people about their satisfaction, but a dissatisfied customer will tell 17. Eleven percent of the dissatisfied customers will tell 20 or more. However, if the dissatisfied customer has an opportunity to voice a complaint, the number drops to an average of four.

- Because word of mouth is so critical to the recruitment effort, complaints should be captured internally and program changes made in response. During any address to a group of people who could be part of the target population, pass out a questionnaire. Go to a cheese distribution and interview people who are standing in line. Send surveys of satisfaction to all positive and negative terminees two months after their involvement in the programs.

- To increase the response rate, include a self-addressed, stamped envelope, offer a free meal at a local fast food restaurant, or try taping a nickel to the top of the page. Program staff could obtain coupons for a free or discounted meal as a donation from local restaurants.

Analyze how these methods are working to guide program decisions on how best to spend the limited advertising dollars available. The data collected will also provide a basis on which to build advertising themes and messages.

For example, if 75 percent of the respondents say they would use a gift of $10,000 to buy a home or move to a new neighborhood, services can be advertised as a way for clients to earn their way out of their current neighborhood and into a better life.

In *Frankie and His Friends*, **Max Elsman** draws upon Jay MacLeod's book, 'Ain't No Makin It' to do social marketing on the desires of the potential participants. Drawn from a gang named the Hallway Hangers, the book looks at what these young men, who live in a public housing project in an unnamed northeast city, think about life and where they are going. Five are school dropouts, two have graduated and one is still in school. All smoke cigarettes, drink regularly (and heavily) and use drugs. All but two have been arrested and all but one is jobless.

These youth's discussion makes it clear that they do not see a bright future. They cannot imagine what they will be doing in twenty years because many of them believe they will be dead or in jail. But moving their family out of the project was a goal they all expressed. Another goal was to make money. The chance to get paid

for going to school was attractive. If school could be combined with a half day to work so they would make more money, it would be wonderful. Money was a major motivator.

Empowerment is an important Motivator

It is understanding these goals that guides the recruitment processes that SDA face. But there is also an understanding of key human needs that is important. Work done by the Rockefeller Foundation in the Minority Female Single Parent Demonstration program and the National Council of La Raza found that the goals and motivation were often clear, but the road there was not.

Literacy and the Marketplace: Improving the Literacy of Low Income Single Mothers and *More Jobs and Higher Pay: How an Integrated Program Compares with Traditional Programs* are two of the studies released on the Rockefeller project. They both talk about the importance of acknowledging what the individual already knows and putting them into a challenging situation from day one. This is helped by a process where current students, new students and teachers are all involved in orientation and the first day of success. An integrated program acknowledges the other needs - child care, education, English as a second language - but does not make those barriers to accomplishing the training desired to gain the job. Instead, these are meshed with the day's activities.

The National Council of La Raza recently released *On My Own: Mexican American Women, Self-Sufficiency, and the Family Support Act.* It outlines lessons from the first year of focus groups located in Phoenix, AZ, Mora, NM, Pharr, TX, and Kansas City, MO.

The women in the groups believed they could improve their economic status and were taking active steps. They showed a high level of initiative and resistance to dependence on welfare which was not dependent on whether they were receiving welfare. The barriers to receiving their wish were barriers that seem familiar - lack of jobs, lack of access to good jobs, lack of high quality child care and lack of transportation. **Julie Teresa Quiroz**, Senior Poverty Policy Analyst, pointed out in a seminar on this report that these women did not need help with self-esteem, they needed ways to meet their goals.

In *'First, You Find a Wizard'*, **Marty Beyer**, clinical psychologist who works with children in juvenile justice and child welfare systems in Washington, DC, speaks of developing good programs. A good program is one where young people feel safe. These programs have few inconsistencies between the means and the desired ends or between the planned and actual outcomes. Many of the good programs put young people in unfamiliar environments such as marine skills for youth who could not swim when they started and an improvisational theater program in a rehabilitated warehouse at the center of a violent drug market. The young people thrive because they are taken seriously and seen as competent individuals by caring adults. It is not the location or activities that matter - feeling better about oneself comes from being good at something.

But removal cannot deny the background that has helped shaped the individual. Young people cannot choose to be disloyal to their families. Who they are is in part where they come from. Changes in behavior and values are only possible if young people can integrate their pasts with their new selves. These programs celebrate with the young people what and where they come from, recognizing that being streetwise and possessing survival skills are significant accomplishments which the young person can draw upon in positive ways.

The sad part of this report is that these programs are not easily duplicated. They require a wizard who cares for the youth, the staff, the families, and the community. The wizard pulls together the needed services, keeps the program a manageable size, recognizes and deals with the stress of serving these populations.

While these reports do not clarify ways to provide services, they do highlight the importance of not making assumptions. There are many different approaches and different goals. But the important knowledge is that everyone is unique and important.

ASSIGNMENT

Once participants are identified, the decisions about the best services must be made. This assignment decision is a multistep process. It must begin with assessment of the skills, barriers, and desires of each participant. But it continues with the development of an employability development plan, training outlines for OJT contracts and classroom training, and ongoing assessment of participants to identify success and other needs.

Assessment

Lori Strumpf, president of the Center of Remediation Design, provided in-depth training on assessment at 'Meeting the Challenges by Building the Skills' conference developed by the Consortium on Implementing the Family Support Act. NACo is one of the four national groups that formed the Consortium. Most of the information on assessment in this *JTPA Issues* is taken from this training.

Assessment has two dimensions - information collection and use of that information. The information collection is neutral. It is how the information is used that is not neutral. Good assessment is an information collection process. The information is gathered using a variety of tools and strategies. The information is evaluated and used to guide service delivery. Assessment is really evaluation and judgment made on information collected.

There are four steps of assessment:

Appraisal This is the judgement of abilities. The first step is a snapshot of where the participant is and where to go next. The information is used to determine if they should be further assessed and when; what information will help with Employability Development Plan (EDP); and what path of services is best.

Diagnosis Determination of where learning needs to begin to reach the final goal. It provides answers to the questions - what skills and what level of skills are needed.

Benchmark/Monitoring Ongoing determination of progress in achieving various outcomes.

Certification of Learning Final assessment that shows that outcomes and goals have been met and recognition of the accomplishment.

Assessment is a process. It is not the test you use, it is determination of information and use of that information to make decisions about the best and needed services for participants to help them on the road to economic long term self sufficiency. In the Project of the States, each local SDA has a series of local decisions that must be made in the development of an assessment process:

- How should assessment be defined for this program?
- When does the initial or up front assessment occur?
- What information is necessary to collect during that assessment?
- What paths are available to individuals based on information from the initial assessment?
- How will existing information (collected by other organizations) be collected, recorded and used?
- How can programs create a system which insures ongoing assessment?
- How are levels of deficiency and mastery determined?

These are decisions that must be made by local areas. Tools can be provided to help make these decisions but they are not decisions that can be determined for each area by someone else. The tools to assist a SDA are the information collection process and the use of information.

Information Collection

Information collection is an ongoing process. Information gathered at one point of time is not enough to determine how to help an participant down the road. There are four key strategies/tools for information collection.

Tests

Tests are formal information collection tools. There are tests to measure intelligence, aptitudes, achievement, personality, interests, and occupational skills. It is important to understand their validity and reliability; whether they are normed for populations similar to those to be tested; whether they are to be given to individuals or groups; and the types of multifactorial impacts tests can have. For instance, a math test requiring reading of a word problem can result in low scores for those with limited reading levels. A brief listing of tests used most often by JTPA and JOBS is included as Attachment A.

Two good sources of in-depth information on the variety of tests and the other factors that must be understood are:

'Using Basic Skills Testing to Improve the Effectiveness of Remediation in Employment and Training Programs for Youth', Lori Strumpf, Robin Morris, and Susan Curnan, Research Report Series, National Commission for Employment Policy, 1522 K Street, N.W., Washington, DC 20005

'Vocational Assessment Instruments for Youth and Adults', Comprehensive Adult Student Assessment System, 2725 Congress Street, 1-N, San Diego, CA 92110.

Interviewing/Rating

The other collection tools are informal. But there must still be consistency in how they are applied throughout an area. Interviews collect information about a series of barriers, interests and skills. Ratings are done for observable behaviors and for products that the participant has created.

Criteria should be developed for the ratings of behaviors and products so that all those doing the rating are judging on the same basis. In developing the criteria, the SDA must draw upon the needs of the local labor market. This includes determining how important certain behaviors or products are for the labor market. Employers may be open to accepting employees who only meet an 80% rating on interview behaviors but must always be on time.

The **Seattle-King County Private Industry Council** has developed a series of checklists and criteria to judge youth on pre-employment/work maturity skills. The forms used for rating the skills of filling out an application, interviewing, and career awareness along with the clarification notes for those doing the rating are included as attachment B.

Training on the interviews and rating is very important to ensure that everyone understands the questions and the possible information that is to be gained.

Uses of Information

• *Identify individual goals and needs.* Assessment for JTPA and other human service programs should collect information on basic education skills, work skills (job getting/keeping), occupational skills, life circumstances/barriers, interests, and career goals. This information is then used to identify goals and needs. Needs must be matched to services not people to slots. This can sometimes mean a redirection of resources where the service provider is asked how it can address the needs of participants found through assessment instead of what training does it have available.

• *Identify individual levels of employability.* This is the determination of preparation for employment. Will the individual need basic skills before they can even move on to any training or does the individual have most of the needed skills for employment. As described in the *JTPA Issues, Challenges of Quality, Volume I*, one way to made the division is to identify participants as employable, nearly employable and pre-employable based on skill level. Employable participants have solid basic and work skills but lack a job connection; nearly employable participants lack some basic educational, pre-employment and work maturity skills, and on-the-job training; and pre- employable participants need intensive basic education and worksite training.

• *Develop an Employability Development Plan (EDP).* This can be done in two steps. 1) Individualize services. Outline the combination of service and levels needed to meet each individual's need and goals. 2) Define outcomes for participants. While each participant has an ultimate goal - such as a job in a specific field - the series of steps to reach that goal must be identified. An example

of steps would be raising the education skill level to 9th grade level, entry to post secondary training, successful graduation and a job in the chosen field.

Clyde McQueen, Director, Full Employment Council, Kansas City, Missouri and president of the National Association of Training and Employment Professionals (NACTEP), has developed four specific process questions. These are used to determine the need for training activities and outline the core of an EDP.

- Skill Development. Does the individual have skill deficiencies that will require specific training? This includes basic skills or vocational skills.

- Target Groups. Is the individual a member of one of the target groups set by the SDA.

- Best Able to Benefit. Has the individual complied with the basic requirements for enrollment. This includes bringing necessary documents and attending pre-enrollment meetings.

- Space available. Is there space available in the classes or training the individual needed?

If the answer to all the questions is yes, then the participant goes into training. If no, then the participant is put into job readiness if they have the necessary skills.

• *Coordinate services.* Assessment is a costly procedure in time for participants. Duplicate assessment of the same skills is very frustrating for participants and a waste of time for service providers as well. Human service providers should develop common assessment definitions, accept tests and information gathered by other agencies, and develop procedures for passing that information on to agencies as needed.

Some golden rules for assessment

[Editors note: Lori does not call these golden rules nor put them together in the training. But having set through the 16 hours and pondering the many lessons learned, this is the best way to combine these points]

• Client Perspective on assessment. All programs look alike to the participants. They don't care what door (program) they use, they just want to accomplish their goal. A process that is not linked among agencies can put too many locks on the doors and the participants leave in frustration.

• Assessment and development of goals is **with** not **to** the participant.

• All assessments make probabilistic statements. They do not provide facts just an estimate of a participant's abilities. Estimates are revised so the system approach has to provide an opportunity to revise.

• Don't teach participants what they know but what they don't know.

• To facilitate sending information with the participant as they move to other agencies, ask them to sign a release form and explain the reasons.

• Assessment = Curriculum = Instruction

Justification for Training

Another important piece of assignment is showing how the information gathered directs the choices made by the staff person and participant. The comments by DOL on OJT contracts raised concerns both about the lack of training outlines for OJT contracts and how decisions were made to place individuals into specific OJTs or training activities.

Strador Taylor, president, Northcoast Administrative Consultants, Inc., has developed forms for a justification of training and an OJT training outline.

The justification for training identifies the occupation recommended for training, deficiencies preventing securing the position, and employment barriers training will assist a participant in overcoming. The final piece is a rationale for providing the training. It includes documentation for why the training is not a duplication of skills and why it is the best available training at this time.

The training plan includes a training outline of the specific skills to be taught with the approximate hours it will take to learn each skill. To show which skills participants had mastered before obtaining the job, a zero would be placed in the hours for the training needed slot for that skill. Sign offs for when the skills are learned and employer initials for certification of achievement are also included.

These forms provide needed documentation for contracts as well as provide a framework for decision making. They are included as Attachment C.

DIRECTORS DIALOG

The directors dialog for this JTPA Issues highlights **Henry Durell**, PIC of Southern Connecticut, Inc., Bridgeport CT, and **Madalyn Blake**, Verdugo PIC, Glendale, CA.

1. *What population does the SDA serve and how is that population recruited and assessed?*

To identify target groups, we look at the population percentages. Some of the special groups targeted recently include young minority males, Hispanic welfare recipients, and young adults age 16-24 that are offenders. The requirements of the law balanced out the rest of the participant groups.

Recruitment is done through word of mouth, direct mail and one on one recruiting. Assessment starts with establishment of basic skill levels and then identification of additional tests needed to understand the services that will be needed.

Henry Durell

The major groups served by our SDA are economically disadvantaged, older workers, displaced workers and youth. We do not target groups beyond that. In the county there is a large Armenian population. Many of those we serve are limited English speaking. There are also many youth on welfare.

Contractors have an ongoing duty for recruitment. The SDA uses newspaper ads, contractors also add flyers. There has been no real problem getting people. The contractors also do assessment. There is no formal assessment but specific criteria for each service. Individuals are screened based on interest and motivation. This is done mostly through interviews.

Madalyn Blake

2. *Have there been any recent changes in these systems?*

While new programs are targeting special groups often the funds for the programs are not from JTPA. This is because there are not enough funds available to serve these groups within JTPA. The programs the PIC takes on reflect the core of the purpose of the PIC - attaining economic self sufficiency through job training and job placement. All teach job readiness, world of work and employer needs.

Henry Durell

This process has been successful. The SDA feels that the contractors serve those who are most in need. The area has a strong economy, a low unemployment rate, and many job opportunities. This ensures many referrals to our programs. It also means that those referred are the most in need who need our help.

Madalyn Blake

3. *How do you define quality for the SDA?*

The main goal is long term results. The Bridgeport JOBS program has placed 214 women in three years. Looking at the women who were placed over a year ago, 83% are still working. The PIC wrestles continually with ways to measure and define quality.

Henry Durell

Quality is defined through the type of jobs participants receive and their retention in those jobs. Participants must receive jobs in the field in which they are trained to be considered successful. The average wage for the jobs is over $6.00 an hour. At 13 weeks we find that 86% of the terminees are still employed.

Madalyn Blake

4. *What other changes are you considering and why?*

The PIC no longer funds job search systems or OJTs. That money is invested in program enhancement so there is case management from day one and continuing support and case

management after placement. The PIC found that employers would rather have third party support than dollars.

Henry Durell

We are not considering any changes. It is a relatively stable SDA. The contractors we use far exceed performance standards. The population that needs services is small and has many barriers. Overall the SDA and PIC are pleased with the programs and service provided.

Madalyn Blake

Attachment A

Tests Used by JTPA and JOBS

GATB/Apticom Aptitude Test: Measures 8 aptitudes for learning job skills - verbal numerical, spatial reasoning, form perception, clerical perception, motor coordination, manual and finger dexterity. a standard score of 100 is average, 80-120 is considered average range. Aptitude test patterns can be matched to U.S. Department of Labor Work Group Standards. The Apticom version is set up to provide quick results by being linked with a computer.

USES/Apticom Interest Inventory: Matches interest to USDOL Work Groups. Job interest can be correlated with aptitude scores to identify skill training potential.

CASAS: Comprehensive Adult Student Assessment System is criterion based and measures 34 competencies areas. Tests can be individualized for needs of local areas by using the CASAS item data base.

MOIS: Michigan Occupational Information System contains over 300 job descriptions include duties, physical requirements, wages, employment outlook and education requirements. Jobs are matched to an individual's employment profile.

COPES: A personality inventory which relates personality characteristics to job groups.

Hall Values: An inventory which identifies high and low work values.

Taylor-Johnson: A personality inventory which identifies satisfactory areas of adjustment as well as areas for concern.

TABE: Test of Adult Basic Education, it measures levels of achievement in reading, math, language and spelling. Scores are reported in grade equivalents (ex. 12.9 = 12th school year, 9th month or high school graduate)

WRAT: Wide Range Achievement Test, it measures levels of achievement in reading, math, spelling. Scores are reported in grade equivalents.

Peabody Picture Vocabulary: A measure of general intelligence based on verbal/visual associations.

Silvaroli: Classroom Reading Inventory, it is an informal reading inventory for determination of instructional level as well as for remedial diagnosis.

London Procedure: A test to determine adult learning disabilities.

Most of these tests are based on paper and pencil. Longer term assessments, such as JEVS (Jewish Education Vocational System) uses work samples to assess work knowledge and skill levels.

The Education Testing Service is working on a two tier project to expand literacy knowledge . The first step is the expansion of its literacy survey done in 1985 among young adults age 18-24. This survey, done through simulation tasks such as reading a bus schedule, paying bills, and balancing a checkbook, measured 3 types of literacy - prose, document and numeral. The survey will be done for those served by various Department of Labor programs - Employment Service, Job Training Partnership Act, and Unemployment insurance. The second step will be the development of an individual test of literacy using simulation or reality based tests for the 3 types of literacy. The test is expected to be available in 1991.

Seattle-King County Private Industry Council

Employability Competency System

Assessment Summary for JTPA Participants

Participant's Name _____

Staff Person _____ Date _____

Using Checklists A-G, determine if the participant meets minimum Competency Attainment Level. Please check YES or NO accordingly.

• BASIC SKILLS

			Date Certified	Employability Basic Skills Test Scores
ECS Appraisal Reading Score _____	NO ☐	YES ☐		Pre _____ Post _____
ECS Appraisal Math Score _____	NO ☐	YES ☐		Pre _____ Post _____
ECS Listening Score _____	NO ☐	YES ☐		Pre _____ Post _____

• PRE-EMPLOYMENT/WORK MATURITY SKILLS

	(Checklist)			
1. Making Career Decisions	(A)	NO ☐	YES ☐	Comments:
2. Using Labor Market Information	(A)	NO ☐	YES ☐	
3. Preparing a Resume	(B)	NO ☐	YES ☐	
Writing a Cover Letter	(C)	NO ☐	YES ☐	
4. Filling Out Applications	(D)	NO ☐	YES ☐	
5. Interviewing	(E)	NO ☐	YES ☐	
6. Being Consistently Punctual	(G)	NO ☐	YES ☐	
7. Maintaining Regular Attendance	(G)	NO ☐	YES ☐	
8. Exhibiting Good Interpersonal Relations	(G)	NO ☐	YES ☐	
9. Demonstrating Positive Attitudes/ Behaviors	(G)	NO ☐	YES ☐	
10. Presenting Appropriate Appearance	(G)	NO ☐	YES ☐	
11. Completing Tasks Effectively	(G)	NO ☐	YES ☐	

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Employability Competency System

Seattle-King County Private Industry Council

Career Awareness

Making Career Decisions
Using Labor Market Information

Checklist

A

Participant's Name _____

Staff Person _____

Pre-Test ☐ Date _____ Post-Test ☐ Date _____

SCORING 1-4: If the participant clearly and fully answers the question, check YES. If the participant cannot answer the question or does not specifically answer, check NO and do not continue to the next question.

1.	Can you name at least three jobs you would like to be doing?*	NO ☐	YES ☐
2.	What are the characteristics of these jobs that interest you?*	NO ☐	YES ☐
3.	What kind of education/training and/or work experience do you need to qualify for these jobs?*	NO ☐	YES ☐
4.	What is your plan to match your interests to the necessary education/ training and work experience for the jobs you have chosen?*	NO ☐	YES ☐

Meets *Making Career Decisions* requirements for Certification by satisfactorily answering questions #1-4. NO ☐ YES ☐

SCORING 5-9: If the participant clearly and fully answers the question, check YES. If the participant cannot answer the question or does not specifically answer, check NO and do not continue to the next question.

5.	How have you identified possible job opportunities in your community?*	NO ☐	YES ☐
6.	Name some organizations/companies in your community where the job you'd like may be found.*	NO ☐	YES ☐
7.	Which potential employer have you contacted either by phone or in person to arrange job interviews?	NO ☐	YES ☐
8.	Have you ever interviewed for a job? (optional)	NO ☐	YES ☐
9.	Have you ever received an acceptable job offer? (optional)	NO ☐	YES ☐

*See the reverse side for clarifications.

Meets *Using Labor Market Information* requirements for Certification by satisfactorily answering questions #5-7. NO ☐ YES ☐

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CAREER AWARENESS CHECKLIST

Clarifications

1. The participant can name at least three realistic possibilities.

2. The participant expresses some of the following as possible answers:

   I like to work:
   - with numbers/data,
   - with people, or things
   - indoors/outdoors

   I like work which:
   - is helping, caring
   - is physical
   - is creative
   - pays a _____ salary

3. Participant describes relevant training/experience and/or education
   For example — Person wants to be involved with warehouse inventory.
   Participant states he/she has had experience as a stock clerk.

4. Participant describes plan to obtain relevant training and/or work experience for desired job.

5. Participant states some of the following possible answers:
   - want ads
   - referrals from friends and relatives
   - bulletin boards
   - signs, etc.

6. Participant is able to state a few realistic possibilities.

7.

8.

9.

10.

Seattle-King County Private Industry Council

Filling Out an Application

Checklist

D

Participant's Name _____

Staff Person _____

Pre-Test ☐ Date _____ Post-Test ☐ Date _____

SCORING: If the participant's application meets the criteria as stated in each question, check YES. If the participant does not have an application, check NO in the box at the bottom.

				Date Certified
1.	Is the entire application printed in ink or typed?	NO ☐	YES ☐	_____
2.	Is the application neat?*	NO ☐	YES ☐	_____
3.	Are all lines/sections completed?*	NO ☐	YES ☐	_____
4.	Is the information located in the appropriate place?*	NO ☐	YES ☐	_____
5.	Are a telephone, message number and address provided?	NO ☐	YES ☐	_____
6.	Is work experience listed in specified order?*	NO ☐	YES ☐	_____
7.	Is education/training experience listed in specified order?*	NO ☐	YES ☐	_____
8.	Are all requested references listed?	NO ☐	YES ☐	_____
9.	Are all words spelled or abbreviated correctly?	NO ☐	YES ☐	_____

*See reverse side for clarifications.

Number of "YES" checks: _____

Recommended Minimum Competency Attainment level: 9 (100%
(100% mastery is recommended to conform to employer

Meets *Filling Out Applications* requirements for Certification NO ☐ YES ☐

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APPLICATION CHECKLIST

Clarifications

1.

2. The application is free from obvious strikeovers, crossouts, incomplete erasures, paper wrinkles, coffee stains.

3. Either information or N/A for Not Applicable is acceptable.

4. Information should be on the right lines. Name should be in specified sequence such as: last, first, middle, or first, middle, last. Dates should be in correct places such as: date of birth, date of availability, date of application.

5.

6. If the application doesn't specify whether the work experience should be recorded from first job to most recent job or from most recent job to first job, either is acceptable as long as the information is sequenced.

7. If the application doesn't specify whether the education/training experience should be recorded from beginning to most recent education/training or from most recent to earlier education/training, either is acceptable as long as the information is sequenced.

8. If the application doesn't request references, mark "YES."

9. The applicant's command of proper spelling and grammar is appropriate to the job sought.

Seattle-King County Private Industry Council

Interviewing

Checklist

E

Participant's Name _____

Staff Person _____

Pre-Test ☐ Date _____ Post-Test ☐ Date _____

	The Participant		Date Certified	Comments
1.	Is on time for the interview?	NO ☐ YES ☐		
2.	Is appropriately dressed and well groomed?*	NO ☐ YES ☐		
3.	Provides documents as requested.	NO ☐ YES ☐		
4.	Expresses self clearly?*	NO ☐ YES ☐		
5.	Provides complete, appropriate answers to all questions?*	NO ☐ YES ☐		
6.	States relevant qualifications?*	NO ☐ YES ☐		
7.	Asks appropriate and relevant questions?*	NO ☐ YES ☐		
8.	Has a positive attitude?*	NO ☐ YES ☐		
9.	Demonstrates appropriate body language?*	NO ☐ YES ☐		
10.	Opens and closes interview appropriately.	NO ☐ YES ☐		

*See reverse side for clarifications.

Number of "YES" checks: _____

Recommended Minimum Competency Attainment level: 8 (80%

Meets *Interviewing* requirements for Certification NO ☐ YES ☐

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INTERVIEW CHECKLIST

Clarifications

1.

2. Clothing is appropriate to the position being applied for and to the interview setting.

3.

4. Speech is understandable. Meaning is clear.

5. Answers the questions asked completely, but does not ramble or provide extraneous information.

6. Talks about experience, training or abilities specific to the job for which applying. Does not ramble about unrelated topics.

7. Asks questions related to job duties, on the job training, and hiring timeline.

8. Displays an interest in the job and in the company. Does not talk negatively about previous work experience. Demonstrates confidence in ability to do the job.

9. Maintains eye contact, sits upright, gives a firm handshake.

10.

Attachment C

"JUSTIFICATION FOR TRAINING"

PARTICIPANT'S NAME: _____

OCCUPATION RECOMMENDED FOR TRAINING: _____.

Identified deficiencies preventing the participant from securing the job. (Brief, but specific) 1. _____

_____

2. _____

_____

3. _____

_____

4. _____

_____.

Identify employment barriers the training will assist the participant in overcoming. 1. _____

_____

2. _____

_____

3 _____

_____

4. _____

_____.

Describe why, in your judgement, the training to be provided is not a duplication of skills already acquired, rationale for placing this person in the training and why this training is the best available training at the time for the participant in the local labor market area.

_____

_____

_____

_____

_____

_____

_____.

I hereby certify that the justification for training is true and correct, and that the participant's past work history, academic skills, barriers to employment and other factors necessary to secure employment have been considered in making the decision to enroll the above named participant into training.

_____ _____

Signature of Job Training Staff Date

ATTACHMENT "A" TO CONTRACT # _____

TRAINING PLAN

OJT OUTLINE AND APPROXIMATE NUMBER OF TRAINING DAYS/HOURS SCHEDULED FOR EACH PRINCIPAL TASK

TRAINING OUTLINE	APPROX. HOURS
TOTAL HOURS FOR TRAINING	

HIRING QUALIFICATIONS AND REQUIREMENTS

(Briefly describe the qualifications and requirements. This information should support the need for training in this agreement.

CONCURRENCE OF COLLECTIVE BARGAINING AGENT

Is the occupation(s) in which employment and training is to be offered subject to a bargaining agreement? Yes _____ No _____. If "Yes", a letter from the appropriate union representative concurring with the on-the-job training program should accompany this agreement or be on file with the Agency.

If apprenticeable occupation, give pertinent information:

Page 1 of 1 of Attachment A